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INTEGRATING HUMAN SETTLEMENTS POLICIES AND PROGRAMMES INTO NATIONAL SOCIO-ECONOMIC DEVELOPMENT PLANNING : FRAMEWORK AND METHODOLOGIES

Introduction

1. Earlier (1950s - early 1970s) development planning in African countries was essentially perceived and conceived as macro-economic planning. This perception placed overriding emphasis on the projection and maximization of national economic aggregates such as the GDP, the GNP, per capita income, level of employment, stability of price levels etc. as sole measures of economic development performance. This perception and approach to planning was dominantly "growth oriented" and except in so far as indirectly reflected on by level of employment and price levels, it could not be said to have been noticeably "welfare" or "man-oriented". It did not pay much attention to the quality of life aspects of individuals or communities. The result was that while the national economic aggregates (GDP, GNP, Per Capita Income etc.) could be shown to be high and increasing, they did not reflect commensurate improvements on the quality and level of living of the citizens. Thus, one of the greatest dangers of this earlier development policy approach was the tendency to give the more material aspects of growth an overriding and disproportionate emphasis, thus, forgetting the end in preoccupation with the means.

2. The macro-economic approach to development planning had been criticised extensively in policy, professional and popular literature over its weaknesses. This had led to the subsequent modification of the pure macro-economic approach into what could be regarded as the "Sectoral Planning Approach". This approach divides the national economy into sectors with development plans, programmes and projects for each sector separately prepared - sometimes without adequate considerations for intersectoral linkages and relationships. This approach too leads to avoidable and unnecessary duplications of efforts and resources, and creation of unnecessary conflicts which militate against optimum realisation of the overall plan objectives. Too much emphasis on sector-based planning, particularly the distinction between economic sector and social sector planning has also been criticized for its weaknesses and narrow perspectives.

3. It is now generally accepted that the distinction formerly often drawn between economic and social objectives of development planning is arbitrary and untenable, since each development objective has both an economic as well as a social aspect. Economic strategy and social improvements are two sides of the same coin.

4. As aptly noted by a UN document,

> "..... development is not just economic growth, it is growth plus change; change, in turn, is social and cultural as well as economic and qualitative as well as quantitative. It should no longer be necessary therefore to speak of "economic and social development" since development - as distinct from "growth", should automatically include both". 1/

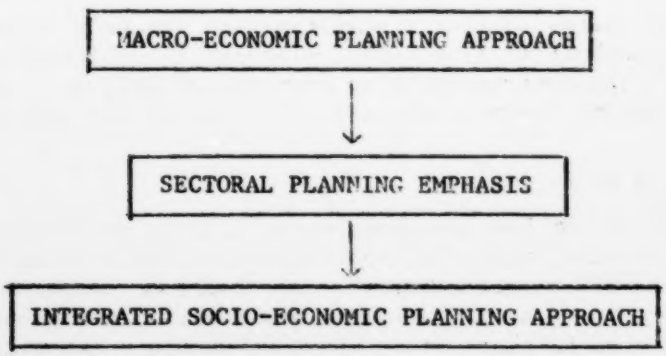
1/ The United Nations Development Decade (p. 2-3).

5. In the final analysis, all planning is "people-centred" in the sense that the population is the basis and beneficiary of all planning. Planning aims at the improvement of people's welfare and living conditions and the success of effectiveness of planning is best gauged by the degree to which it reflects these improvements on the people. The distinction usually suggested between economic and other sectors of planning has become largely irrelevant.

6. The increasing realization of the irrelevance of too strict adherence to uncoordinated sectoral perception and planning has led progressively to attempts to promote the integrated planning of all sectors of the economy. In this regard, it is fair to acknowledge that in most African countries today, attempts are being made to integrate other aspects of the society's development - including the Human Settlements aspects (earlier perceived in the narrow sense of Housing and Physical Planning), into the overall socio-economic planning process. In fact most African National Development Plan Documents no longer (as in earlier years) speak of "Economic Planning", but rather as "Plans for Economic, Social and Cultural Development" or as "National Socio-economic Development Plan". A review of the National Development Plans of fifteen (15) African countries, for example, showed that seven (7) of these countries emphasized "Intersectoral integration in planning and harmonious inter-regional development".2/ The rationale for integrated planning is based on the greater economy and efficiency which this approach could ensure and the comprehensiveness of its scope in considering the totality of human and society's developments.

7. The Development Plan approach in Africa could then be said to have evolved from its earlier macro-economic emphasis, through the sectoral approach, to the more recent attempts at an integrated socio-economic planning approach.

EVOLVING APPROACHES TO DEVELOPMENT PLANNING



8. The objective of this paper then is principally to discuss at what stage (when) in the planning process and how this integration could be more effectively pursued, particularly with respect to human settlements policies and programmes, with a view to more positive impacts on the objective problem.

2/ ECA (1984): Report on the Progress made in taking into account the objectives and directives of the Lagos Plan of Action in the National Development plans of the African countries (document E/ECA/PSD.3/13 of 16 January 1984 p. 6).

The Nature and Scope of Human Settlements Policies and Programmes

9. The nature and scope of human settlements policies and programmes as perceived by African countries vary among these countries. Chart I summarises the scope of the human settlements subject as reflected in the National Development Plans of the respective countries. In this respect, policies and programmes relating to physical structural developments and layouts, housing, as well as sewerage and drainage facilities constitute the main thrust of human settlement policies and programmes. But this categorization of scope of human settlements activities by National Development Plans is by no means exhaustive. There are various other activities which governments treat and invest in under other sectoral classifications which have direct human settlement bearing - in fact constitute aspects of human settlements development.

10. In effect, human settlements refers to those natural and man-made elements that constitute man's territorial habitat - where he lives, works, raises his family and seeks his other social, psychological, intellectual and other well-being. In concrete terms, human settlements can be said to consist of three broad categories of components, namely:

(i) the (physical) structure or layout (i.e. all that is involved in site development;

(ii) the shelter structure or housing, and

(iii) the services (e.g. water supply, electricity, health and sanitation facilities, educational facilities, transportation, etc.)

11. It is the more effective integration of the policies and programmes on these into national socio-economic planning that this paper seeks to explore.

12. Integration in the context of this discussion is broadly taken to mean coordination in which the planned activities in the different sectors (social and economic) are analysed and programmed in such a manner as to take the impact of the activities in one sector or other sectors into account, and thereby ensure necessary and relevant linkages, supports and complements among the sectors, with a view to minimizing economic and social externalities and improving efficiency of resources use and application.

Government's increasing realisation of the necessity for integrated planning

13. As noted earlier, most governments in the Africa region have recognized the need for integration of their national socio-economic planning. The goal of their planning is no longer a programmed growth of the GDP alone or increase in per capita income without regard to the distribution of that income. In addition to some macro-economic objectives and goals, some conditions of life objectives and goals are increasingly being emphasized in several of the national plans.

CHART I: SCOPE AND CONTENT OF THE HUMAN SETTLEMENT SUBJECT AS PERCEIVED (reflected in National Development Plan) BY AFRICAN GOVERNMENTS

Country	Physical planning & layout (site planning & development)	Surveys and mapping	Sewerage/ drainage and sanitation	Housing and housing finance	Land	Water supply	Community facilities
Algeria	x		x				x
Botswana	x						
Cameroon	x						
Cote d'Ivoire	x		x	x		x	x
Egypt			x	x			
Gabon	x	x	x	x			
Ghana	x			x			
Kenya				x			
Libya				x			
Mali	x	x	x	x			
Nigeria	x		x	x		x	
Senegal	x		x	x		x	x
Sierra Leone	x			x			
Sudan	x	x	x	x			
Tanzania							
Togo	x		x	x		x	
Tunisia				x			
Zambia	x		x	x		x	

Note: The above classifications were compiled from the respective National Development Plans. Some of the classifications are only approximate, as there were inevitable overlapping in the scope and content of the classifications.

14. Most National Development Plans of African countries examined, indicate that the general objective is that of bringing about an improvement in the living conditions of the people. A number of specific objectives are often woven around this goal. These often generally include, among others,

- increased productivity to ensure more rapid economic growth;
- increase in the real income of the average citizen;
- increase in foreign exchange earnings;
- more even distribution of income among individuals and socio-economic groups;
- reduction in the level of unemployment and underemployment;
- balanced development - that is the achievement of a balance in the development of the different sectors of the economy and the various geographical areas of the given country.

15. Sectoral priorities are usually on:

(i) Agricultural production and processing

(ii) Education and manpower development

(iii) Development of economic and social infrastructures (power, water supply, telecommuncations, transportation by all modes, etc.)

(iv) Housing and health.

16. As could be seen from the foregoing, both the general objectives and the specific objecgives of these development plans contain substantial human settlement concerns. The ingredients of effectively integrating human settlements policies and programmes into national socio-economic plans therefore exist.

17. Many African countries (as are most developing countries) are often confronted with the dilemma of investing more on "physical infrastructures" like transport, power, communications, etc., or on directly productive activities like agriculture, mining or manufacturing industries. Since basic infrastructures like roads and power are needed in almost every type of production, and their contribution to all the other sectors, including their contribution to human settlements development, this could provide one of the avenues for more effective inter-sectoral integration in planning.

18. The gap therefore between the macro-economics of national investments management and the macro-economics of individual component sectors can and have to be reconciled. This reconciliation is necessary for resolving questions of choice, of priority, of equity and interrelationships among sectors and their projects.

Existing framework and mode of national development plan preparation and integration

19. Planning and programming in their broadest sense take place at three levels:

(i) At the national level, where national investment plans are formulated, priorities among sectors are established, and the macro-economic framework of policies for economic growth is put in place;

(ii) At the sector level, where priorities for investment within each sector are determined;

(iii) At the project level, where individual projects are identified, prepared and implemented.

20. The existing framework of plan preparation in many African countries embody some degree of coordination among the sectors. How effevtively these arrangements work with respect to coordination and integration of the whole plan, is however an open question. Both the framework and the degree of the effectiveness in plan integration vary among the countries. Examples of these from a few countries would be instructive here.

21. In many of the countries, the Ministry of Economic Planning and/or Finance provides the focus and coordinates the National Development Planning process. In some other countries, the Office of the President or Head of Government provides this coordination sometimes with the assistance of a Planning Commission. Slight variations or combinations of these two broad frameworks exist throughout the Africa region.

22. In Cote d'Ivoire, for example, National Development Plan formulation comprises three stages:

(i) discussion with and among the relevant Ministries on the subject of the planned objectives and measures;

(ii) consultation with the country's elites through the National Planning Commission and Regional Development Commissions; and

(iii) adoption of the draft Plan by Parliament.

23. At the implementation stage, an Interministerial Planning Council is set up to "ensure that strategic decisions regarding the implementation of the plan are taken at the right time". This Council is presided over by the Minister of Planning and includes the Minister of Finance and the Economy, the Minister of the Budget and members of the Ministerial Departments concerned by the questions on the agenda at each meeting. The Interministerial Planning Council is therefore usually called upon to prepare decisions of a strategic nature that have to be submitted to the President of the Republic and presented to the Council of Ministers and to supervise their implementation. Plan coordination and integration is impliedly undertaken within the framework of the National Planning Commission and the Interministerial Planning Council.

24. The Sudan operates with a National Planning Organization, which lays down "national objectives" which have to be approved by the Central Committee of the Party. The operational technicalities and programmes are then worked out by a Central Planning Organization after wide discussions with relevant segments of the population. Inter-sectoral co-ordination and integration is presumably at the Central Planning Organization level.

25. In the Cameroon, National Development Plan preparation framework comprises two main structures - the political structure and the administrative structures. Within the political framework, the President (in-Council) lays down the main lines of the Nation's Planning Policy and Economic, Social and Cultural Development Policy and takes the major decisions in this connection. The President consults the Economic and Social Council, on the draft of the Plan. The National Assembly then debates and adopts the law to approve the Plan.

26. At the Administrative (Technical) structure level the preparation of the Plan is directed and coordinated by the Minister of Economic Affairs and Planning. The Minister is assisted in this by the Department of Planning which is responsible for the preparation of the Nation's Economic and Social and Cultural Development Plan and for Manpower Planning. Advisory bodies called National Planning Committees assist the Minister of Economic Affairs and Planning in making a critical analysis of the results, proposing guidelines, defining the objectives to be attained, choosing priority programmes to be carried out and defining the conditions of their implementation. Clearly, inter-sectoral co-ordination and integration in this context is done within the framework of the Ministry of Economic Affairs and Planning and the National Planning Committees.

27. In Botswana, National Development Plan preparation is coordinated by the Ministry of Finance and Development Planning, headed by the Vice-President. This Ministry has the primary responsibility for preparing national plans and for overseeing their implementation. Sectoral ministries are required to prepare their sections of the Plan and are usually given considerable latitude within general strategic and financial guidelines.

28. There is also an Economic Committee of the Cabinet, which includes all Ministers and Senior Officials. The Committee serves as a forum which enables all Ministers to be regularly briefed at the highest level on the performance of the economy and the implementation of the National Development Plan. The Committee receives quarterly reports on plan implementation which helps it to ensure that the priorities set out in the Plan are adhered to. With this function, this body could ensure a more effective integration of the Plan by the Ministry of Finance and Development Planning.

29. In Zambia, the Cabinet directs and oversees the National Development Plan at the policy level. The Development Planning Division - which constitutes the Central Planning Office, coordinates National Development Planning by issuing instructions and guidelines to sectoral ministries and by examining and ensuring the internal as well as the intersectoral and inter-regional coherence of all sectoral plans. The Planning Units of sectoral ministries are responsible for sector planning and plan implementation of their respective Ministries. They identify, evaluate and recommend projects significant for the fulfilment of planned targets. The Development Planning Division therefore provides the framework for sectoral integration of planning in Zambia.

30. Similar arrangements as in Zambia, are true of Nigeria, Kenya, Tanzania, Malawi, etc.

31. The foregoing is a representative sample of the framework and mode of National Development Plan preparation and implementation in most African countries. There may be slight variations in detail across countries.

Stage and framework for a more effective integration of human settlements policies and programmes into national socio-economic planning.

32. Attempts at integrating human settlement programmes into national socio-economic planning have been made in several countries in Africa. In some countries, this integration has involved trying to put together and reconcile programmes separately prepared by different sectoral ministries, with a view to removing duplications or resolving conflicts. For various reasons such approaches at intersectoral integration have not often been very effective. The ineffectiveness may derive from among others, the stage at which the integration is introduced or the framework on which it is planned and/or implemented.

(a) Stage of plan integration

33. Often times, attempts at integration are made only at the implementation stage and in an ad hoc, manner by having policies and programmes in one sector largely reacting or responding to the externalities created by activities and other developments in other sectors. A decision by the Ministry of Industry to site a plant in a given place may not have considered the human settlements implications of such a decision until such a plant begins to shape up, before human settlements programmes are drawn up for such a site. This is ever so often the case because many sectoral programmes do not decide on siting or location until long after the planning stage of the process. This causes a lot of distortion problems when the plans start to be implemented. Plans ought to internalise externalities rather than react to them in an ad hoc basis.

34. This problem naturally prompts the question "At what point in the planning process does or should integration of human settlements policies and programmes (or for that matter, any other sector policies and programmes) into the national socio-economic development planning begin?"

35. The planning process involves at least three broad but distinct stages:

(i) Establishment of the objectives, goals, and priorities of the plan, sometimes expressed in terms of targets for both the end of the plan and in the longer term. This stage usually takes place at the highest political levels.

(ii) Identification and preparation of sectoral programmes for implementation in order to achieve the objectives, goals and priorities defined in Stage I. This stage is done mainly at the Technical/Administrative level though with overseeing and review by the political level.

(iii) Implementation of the approved sectoral programmes and projects to achieve the objectives and goals (targets) of the Plan.

36. At which of these stages then should integration of human settlements policies and programmes really start? The answer to this question would seem obvious. The integration must be initiated and started at the highest policy levels where the objectives, goals and priorities of the National Socio-economic Development Plan are conceived and established, and it should be a continuous process. It is on the basis of the objectives goals and priorities that the programmes and projects to achieve them would be formulated So, unless the integration begins at this level, the programmes reflecting or taking care of the concerns of the human settlements sector (or any other sector for that matter) would not adequately reflect in the plan. Put in another way for human settlements concerns to be fully integrated into the National Socio-economic Plan therefore, the objectives and priorities of the Plan which are set at the highest policy levels of Government, must include human settlements objectives. Such objectives and priorities would include those reflecting improved conditions and levels of life and living - in terms of shelter, sanitation, circulation (transportation) etc.

37. With the objectives integrated at the initial and highest policy levels, the technical stage of identification and formulation of sectoral programmes and projects would more certainly include human settlements programmes and projects to achieve the set goals. The lead Ministry in national plan preparation in most African countries could be assumed to have been sufficiently sensitized by now to recognize and respect this process. During the implementation stage, the control and review process, which is also usually overseen at the highest policy levels would ensure that the objectives, goals and priorities set, including those relevant to human settlements concerns, are implemented with equal consistency and vigour.

38. It is also necessary for a fuller and more effective integration of human settlement programmes and projects into the National Socio-economic Plan for the LOCATION of the programmes and projects of other sectors of the Plan to be identified and agreed on as much as possible from the beginning of the Plan. Location of projects has multi-faceted human settlements implications and their identifications at the start of Plans would allow their impacts and implications to be fully assessed and provided for in human settlement programmes and projects. This also helps minimize distortions to the whole Plan. As was aptly noted in Nigeria's Second National Development Plan (1970 - 1974 p. 217), "it is when economic planning is cast in terms of its expected physical manifactations that the significance of a development programme becomes clearer and easier to appreciate in real life terms".

(b) Framework of plan implementation

39. It has been said that the effectiveness of inter-sectoral plan integration depends very much on the framework of the integration; that even when the different sectoral goals and objectives have been spelt out, coordinated at the highest policy levels and

the operational activities to bring this about are entrusted to one sectoral Ministry as a lead Ministry, that usually narrow professional or disciplinary perspectives inherent in such lead ministries lead to a distortion and ineffectiveness of the integration process. The implication of this then is that unless an adequate institutional framework or machinery exists for such integration, it would be operationally ineffective.

40. An earlier review of the existing framework in African countries shows that the adopted framework varied among countries, and involved three broad structures

- a key Ministry of Planning coordinating all sectoral plans;
- an Inter Ministerial Plan Coordinating Committee coordinating all sectoral plans;
- a Planning Commission, independent of any sectoral Ministry.

41. These forms are not and should not be seen to be as discrete as they appear for there is substantial organizational and operational overlaps among them. Each has its strengths and weaknesses. The framework of using a key Ministry (usually Ministry of Economic Planning or Ministry of Finance and Planning) as a framework for coordinating and integrating inter-sectoral planning, while organizationally and operationally neater, has been severely criticized on the grounds that the professional background, training and orientation of the bulk of the lead staff of these Ministries is such that their narrow disciplinary appreciation of issues usually make them unable to understand and appreciate objectives and goals that are not directly economically rational. The result is that the programmes of ministries with such objectives and goals receive very low priorities or get dropped altogether. Human settlements programmes and projects often come under this category. When National Development Plans are being prepared, for example, a certain rate of growth in the GDP per annum is usually set forth and it is assumed that all public investments should contribute towards this goal, but since human settlements programmes do not usually create exports or make large-scale substitutions for imports, there is often a tendency to de-prioritize its programmes. It is also argued that placing other sectors under one sectoral ministry does not afford other sectoral ministries sufficient opportunities to make adequate inputs into the final plan decisions or make cases for relevant items in their sectoral plans.

42. To minimize the problems inherent in the use of one single Ministry as lead Ministry for National Plan preparation and implementation, some countries have replaced this framework with an INTERMINISTERIAL PLAN COORDINATING COMMITTEE. Such Committee is usually composed of key officials from all the sectoral Ministries. Such a Committee is usually housed in the office of the Head of State or Government both for purposes of sufficient authority and to ensure that all sectoral Ministries have equal or near equal opportunities of putting across their views and programmes without undue constraints and inhibitions. The weight of the office of the head of state or government is also envisaged to advance what is considered to be to the national good rather than a sectoral interest. It is assumed that in such frameworks of free discussions each sector would see and appreciate how other sectoral plans affect its own and how its own sector affects or relates to others. This fuller appreciation leads to reconciling of conflicts and by advance anticipation of intersectoral impacts, the minimization of

inter-sectoral (negative) externalities is achieved. This framework has the potential of creating conditions for a balance between conflicting criteria, interests and objectives.

43. While this has seemed to be an improvement on the system of using a single sectoral Ministry as plan coordinating unit, it has had its own problems. It is operationally cumbersome and takes much more time to agree on issues.

44. A third framework is the creation and use of a PLANNING COMMISSION, which is independent of any Sectoral Ministry. Such a Commission is usually located in the Office of the Head of State or Government (Cabinet Office) for sufficient authority and inter-sectoral neutrality. It would be fully staffed with professionals from all disciplines and often headed by a full time chairman.

45. It is assumed that with such a planning set-up, a more sectorally independent appraisal would be made of the overall economy and the society and adequate provisions made for each sector. It is also argued that such a sectorally independent planning commission would be in a more dispassionate position to monitor, review and coordinate the implementation of an integrated national socio-economic plan than would a single sectoral ministry with vested interests of its own, or a fractitious Interministerial Coordinating Committee.

46. It has been pointed out however that such a Commission, having no sectoral ministerial base nor authoritative financial strings on the sectoral ministries cannot but remain advisory. In this situation, it may not be able to enforce its recommendations and some powerful ministries would have their way anyway.

47. As already noted most African countries already have adopted and experimented with one or the other or variants of these three set-ups, with varying degrees of effectiveness. It is difficult to recommend anyone as exclusively the best. It would depend on which one of the frameworks and approaches that a given country finds workable under its particular circumstances. After all, the effectiveness of any chosen approach may not depend solely on the framework per se, but also, and sometimes more significantly on the local political milieu and on the maturity of the people who operate that framework.

48. It would seem however, that for a more effective integration of human settlements policies and programmes into the National Socio-economic planning, human settlements objectives, goals and priorities should be reflected among the national plan objectives, goals and priorities at the highest policy levels. The chances of achieving integration of basic human settlements programmes in the national socio-economic plans will be brighter if they are the subject of specific programmes reflected in the national plan objectives, and the programmes should be regularly evaluated and monitored as they are implemented.

49. A framework of the structure or nature of an Interministerial Plan Coordinating Committee at which sectoral ministries would be free to discuss and review their plan programmes and how the implementation of their respective programmes affect and are affected by the programmes of other sectors would seem to hold better prospects for effective co-operation, coordination and integration of national plans. Potential conflicts are thereby identified, reconciled and removed. It should also be possible with this framework for sectoral ministries to identify the locations for the programmes and projects of their sectors, so that human settlements implications, requirements and impacts of such programmes or projects location could be adequately assessed, provided for and integrated into the human settlements programme. The productivity and effectiveness of development programmes may be mitigated unless they are accompanied by proper planning of locations and the use of space on which most of the economic and other activities will exist and function.

50. Whatever form or framework is adopted however, it is clear that there will always be the necessity for interministerial or intersectoral cooperation and co-ordination to ensure efficient and effective implementation in order to ensure the realisation of the objectives and goals of the overall national plan. In this process, continual interministerial consultations, discussions and good interministerial information flow is pivotal. Availability of a good and commonly understood and appreciated data base is also very important to achieve the envisaged integration.

Summary

51. By way of summary and recommendations, the following points could be re-emphasized.

(i) Human settlements really incorporates and encompasses almost the universe of human activities and needs, including the economic and social activities or sectors. After all, the distribution and settlement of population are closely linked with the broader field of socio-economic development and change with which they interact through mutual conditioning. Policies and programmes for human settlements development are therefore part and parcel of national socio-economic development.

(ii) Most countries in the (Africa) region have recognized the necessity for integrating human settlement policies and programmes, as well as the policies and programmes of other sectors into national socio-economic planning. Many national development plans now emphasize intersectoral integration of planning and harmonious inter-regional development. Varying arrangements or frameworks already exist in several African countries for effecting this integration or trying it out. The question now is largely that of how best to more effectively bring about this integration. Narrow inter-sectoral distinctions are gradually fading away, as the former distinctions made between economic and social objectives of development planning get increasingly blurred. Development automatically includes both objectives.

(iii) A variety of frameworks for national development planning and plan integration are being tried in various countries. These include, the use of one Coordinating Planning Ministry, an Interministerial Plan Coordinating Body, a National Planning Commission or variations and combinations of these. None of these is without its strengths and weaknesses. It would seem however that whichever framework is adopted, the important thing is to reflect human settlements policies and objectives as part of the objectives and priorities of the national socio-economic plan right from the start, and this should be done at the highest policy-making levels of the government. It is at this initial stage and level of objectives, goals and priorities setting that such integration should start if it is to be effective.

(iv) It would also seem that the framework suited for a more effective inter-sectoral integration of planning is that in the form of a collegial Interministerial/Intersectoral Plan Coordinating Body housed in the office of the head of state or government to command sufficient authority and minimize interministerial rivalries. Such a framework would best provide conditions for reaching an equitable balance between aggregate and sectoral plan objectives through analysing and examining more comprehensively, the broader implications of sectoral choices and policies and in the light of such evaluations reconciling conflicts and working out effective strategies.

(v) Integration of human settlements programmes into the national socio-economic planning would also be more effective, if the location or siting decisions of the projects of other sectors could be made at the beginning of the planning stage because of the implications of the impacts of such locations for human settlements programmes.

(vi) It is necessary, in the final analysis, that is evolving a suitable resource allocation strategy in national socio-economic planning, the decision-making authorities should ensure that the investments choices and priorities are not wholly governed by the immediate consideration of maximizing the output of goods and services, while economic analysis may still be crucial in elucidating costs of alternative decisions and providing data on which informed judgements could be based. Considerations like the maximization of human and social welfare through provision of adequate public services and amenities (water supplies, power supplies, transportation facilities and equipment, sanitation facilities and educational and health (facilities) should also be given due weight in investment programmes.

(vii) In mixed economies, it may be advantageous to combine the programming of public investment with indicative forecasting for the private sector. Emphasis should be placed on co-ordination and consultation - between departments of government as well as between government and the private sector. A flexible and responsive programming methodology is the key to public investment programmes and budgets. Governments

need therefore to develop the capacity to respond quickly to changing situations by modifying their policies and programmes as situations demand. In turn this will require a reliable data base and information flow as well as a high level co-ordination mechanism.

(viii) Inspite of the foregoing observations, countries may still find one framework or arrangement preferable to the others depending on the pecularities of their local situations, which includes political structures or systems. The best framework will therefore be predicated on the local political and administrative structure, and their socio-cultural milieu. But whatever framework is adopted for this integration exercise, the necessity for intersectoral (interministerial) coordination, cooperation and information flow cannot be over-emphasized, if the effective integration and implementation of the plan is to be achieved. There is need for continous interaction between technicains (especially the professional planners) and the people who have ultimate responsibility for political judgement - the politicians, if plans would be carried through to achieve their designated objectives.

(ix) In successfully undertaking the foregoing, there is need for further development and refinement of planning methodologies and techniques, so that all planners would understand the processes involved and appreciate how given decisions are reached.

(x) Closely related to the issue of methodologies and techniques is the necessity for all planners to develop a common language that is intelligible to planners of every disciplinary specialisation and sectoral occupation. This common language would comprise mainly of relevant statistical processes and statistical coefficients. The importance of this common language does not lie only in all planners knowing and understanding their face values, but also, and more importantly, in understanding what such statistics and statistical coefficients translate into and reflect in the actual life and living of the citizens for whom these plans are made. It is also necessary that this common language should exist among all planners so that they would assure themselves that they are talking of the same things when they discuss issues, and they are using the same measurements or indicators to evaluate progress or success of plan objectives and targets.